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SPECIAL STUDENTS

In what may be an influential decision, a federal appeals court has ruled that California cannot use I.Q. tests to evaluate black students for assignment to special-education classes for the educable mentally retarded.

See Page 5.

PREGNANT STUDENTS

Schools are not meeting the special needs of pregnant students and are violating their federally guaranteed educational rights, educators were told at a meeting sponsored by the chief state school officers and the state boards of education.

See Page 7.

COLLEGE STUDENTS

An annual survey of college freshmen reveals that they think grading is too easy, are slightly less conservative politically this year, and are more concerned with being "very well off financially" than their predecessors have been.

See Pages 8 and 21.

EDUCATION WEEK

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SCOTT THODEAU/U.S.NEWS & WORLD REPORT

Law and Policy in the Lau *Era*

The Emerging Politics of Language

"In a national context of court decisions creating the impetus for social change, it was a milestone in the history of the development of bilingual education," says Anthony J. Alvarado, superintendent of schools in New York City, of the U.S. Supreme Court's January 1974 decision in Lau v. Nichols. *The following reports, the last in a series, examine the emergence of federal bilingual-education policies in the* Lau *era and the political and pedagogical debates they generated.*

By Thomas Toch

Ten years ago, in early February 1974, Frank C. Carlucci, Undersecretary of Health, Education, and Welfare, called several colleagues and their aides to a meeting in his Washington office to discuss the Nixon Administration's response to the U. S. Supreme Court's ruling a few weeks earlier in the *Lau* v. *Nichols* case.

The Court had held, in a case that received only a one-sentence mention in *The New York Times* and was ignored by most other newspapers, that the San Francisco school system was violating the civil rights of many of its Chinese-speaking students by not helping them overcome language barriers that denied them equal educational opportunity.

See related stories on pages 13 and 18.

By all accounts, it was not a contentious meeting.

The principal participants—Mr. Carlucci, William H. Taft 4th, executive assistant to H.E.W. Secretary Caspar W. Weinberger, William A. Morrill, assistant secretary for planning and evaluation, and Martin H.

Continued on Page 12

E.D. Says Limits On Chapter 2 Funds Will Be Flexible

By Tom Mirga

WASHINGTON—School officials who elect to use funds from their Chapter 2 education block grants to finance reforms such as merit-pay or master-teacher plans need not worry about future audit exceptions, Education Department officials said last week during a briefing on the agency's proposed fiscal 1985 budget.

"Local officials are basically free to use their block-grant money for anything that results in educational improvement, with the exception of construction," said Undersecretary of Education Gary L. Jones following the meeting at which the department's $15.48-billion budget request was described in detail for the press. School districts must also abide by federal rules requiring them to use federal grants to "supplement, and not supplant" state and local funds, other deparment officials added.

When asked whether Chapter 2 funds could be used to pay teachers' salaries, Mr. Jones said, "On an experimental basis, yes."

In its proposed budget, the Administration requests that the Chapter 2 appropriation be increased by approximately 50 percent—from $479 million to $729 million. *(See Education Week, Feb. 1, 1984.)* The

Continued on Page 11

E.P.A. Cited for Failure To Stress Asbestos Hazard

By Susan Walton

WASHINGTON—The Environmental Protection Agency, by failing to place a high priority on the problem of asbestos in schools, is to blame for the low level of public awareness of the hazards of the substance and the consequent failure of many local school officials to act promptly upon identifying problems, an agency management team has concluded.

The group's report recommends that top E.P.A. officials deliver a strong public message on the importance of inspecting for and controlling asbestos in the schools.

But the first step, the report contends, should be to establish a strategy to provide school officials with information on health risks, control methods, costs and benefits, and notification standards.

The report, a copy of which was made available to *Education Week*, argues that the problems result from E.P.A.'s "reluctance in the past to give the [asbestos-in-the-schools] program a high priority."

"E.P.A.'s message that asbestos exposure is hazardous and that the asbestos in the schools rule must be taken seriously has not been clearly transmitted to most of the [local education agency] officials nor to most of the general public," the report states. "In the majority of noncompliance cases, school officials have been uncertain as to what is required of them under the rule and lacking in appreciation for the potential hazards of exposure."

The report recommends also that the agency should "accurately assess the need for funding of abatement activities."

"While our study found no clear need for funding at this time, this could be due in part to the lack of public understanding of the hazard," the authors write. "Consideration should first be given to defining when an imminent hazard exists in a school so that L.E.A.'s which find themselves in such a situation and which are also lacking in funds are provided a mechanism with which to take immediate action."

Congressional observers suggested last week that the intent of the report was to impress upon E.P.A. Administrator William Ruckleshaus and his deputies the need for a strong agency strategy aimed at controlling asbestos in the schools.

In the schools, the report states, the low levels of awareness have been translated into a failure to comply with an E.P.A. rule that required them to inspect for friable, or crumbling asbestos, and notify parents and staff members by June 28, 1983, if friable asbestos was found.

The rule contains no requirement for removing the asbestos but is based on the

Continued on Page 11

Ky. Governor Pushes for Reform, New Taxes

By Richard Wilson
Special to Education Week

FRANKFORT, KY.—Gov. Martha Layne Collins, a former schoolteacher who pledged during her campaign not to raise taxes, has asked Kentucky's General Assembly to approve a sweeping education-reform package and to pay for it with more than $200 million in new taxes.

The package, outlined in the Governor's Jan. 26 budget address, includes mandatory kindergarten attendance, grade-by-grade testing of students' basic skills and remedial help to improve them, a career ladder for teachers, and authority for the state to take over persistently substandard school districts.

Ms. Collins, currently the nation's only woman governor, told lawmakers earlier last month during the legislative session's opening days that there was little chance that "vast sums" of new money for education would be sought in her 1984-86 budget.

But after finding that new revenue would be necessary just to balance the two-year budget, she decided to proceed with the proposed school reform she had been expected to delay until a special legislative session next year.

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IN SUMMARY

An Important Decision
A federal court has ruled that California may not use I.Q. tests to classify pupils as educable mentally retarded. **Story on Page 5.**

The Art of Compromise
The Tennessee teachers' union has ended its opposition to the governor's merit-pay plan. **Story on Page 6.**

Raising Standards in New Jersey
A state task force has called for a return to traditional mathematics and English curricula and rigorous testing. **Story on Page 6.**

A Charge of Unfairness
Illinois school authorities have filed suit to limit the power of a federal audit appeal board. **Story on Page 6.**

Teen-Age Pregnancy
Schools are violating the "educational rights" of pregnant students, educators are told at a meeting. **Story on Page 7.**

Promoting the Partnership
Businesses, some of their leaders say, should support innovation rather than the routine activities of schools. **Story on Page 8.**

'Voodoo' Reasoning?
Testing officials tell the Congress that the Education Department misused test results in its ranking of states. **Story on Page 10.**

Bilingual Education
After a decade, the pedagogical and political debates fueled by the *Lau* decision continue. **Stories on Pages 13, 17, and 18.**

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Main Editorial and Business Offices

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(202) 466-5190

Subscription Problems:
Please call Rhonda Sucher
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New Subscriptions and Changes of Address Write to:
Post Office Box 1939
Marion, Ohio 43306

EDITOR
Ronald A. Wolk

EXECUTIVE EDITOR
Martha K. Matzke

ISSUE EDITOR
Susan Walton

ASSOCIATE EDITORS
Thomas Toch, Susan Walton

ASSISTANT EDITOR
Tom Mirga

STAFF WRITERS
Hope Aldrich, Anne Bridgman
Cindy Currence, Charlie Euchner,
Susan Foster, Sheppard Ranbom

MIDWESTERN BUREAU
Peggy Caldwell
Midwestern Editorial Office
Cleveland, Ohio
(216) 752-0438

COMMENTARY EDITOR
Alex Heard

SYSTEMS MANAGER
Anne Bridgman

EVENTS EDITOR & COPY EDITOR
Tricia Furniss

ART DIRECTOR
Beth L. Schlenoff

ASSISTANT ART DIRECTOR
Ann Rickerich

EDITORIAL ASSISTANTS
Ann Rickerich
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CIRCULATION MANAGER
Rhonda J. Sucher

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STUDENT INTERN
Pamela G. Pitt

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THE WEEK

NATIONAL

Panel To Examine Effects of Reform On Needy Students

The National Coalition of Advocates for Students, a network of 15 groups with an interest in the educational welfare of children, has established a "board of inquiry" to examine how the recent proposals for educational reform will affect poor, minority, and handicapped students.

The investigative panel, which will be co-chaired by Harold Howe 2nd, former U. S. commissioner of education, and Marian Wright Edelman, president of the Children's Defense Fund, will conduct public hearings in eight cities throughout the country during the next four months.

In announcing the panel's formation, Stephen R. Bing, the council's chairman and the executive director of the Massachusetts Advocacy Center, said the board of inquiry will "bring the view of parents and students—those who are most affected by the changes in education policy—into the current debate over schools."

"There is a disturbing tendency in many of the reports and resulting discussions to assume that quick and simple solutions will restore excellence to the schools," Mr. Bing said. "We are especially concerned that the recommendations take into account those students whose participation in the mainstream of American education has only been recently won."

"Minority, poor, and handicapped students are already in danger of being relegated to low-skilled, low-paying jobs," Mr. Bing said. "Suggestions for broad educational reform fail to address this issue, and in fact, may make things worse."

Salary Increases For Principals Lowest in Years

A national survey conducted by the Educational Research Service has found that salaries of principals and assistant principals at all levels rose this year between 2.9 percent and 5.4 percent—the lowest one-year increase since the organization started compiling the statistics 10 years ago.

Three years ago, N.A.S.S.P. reports, the salary survey showed peak percentage increases for the 10-year period, with principals' raises averaging between 9.2 percent and 12 percent. Last year, however, the Educational Research Service survey found that the percentage increases had dropped to between 5.4 percent and 7.6 percent.

Elementary-school principals experienced both the lowest and highest average salary increases of all major groups in the study. Elementary-school principals in districts with 10,000 to 25,000 students received the largest percentage increase—5.4 percent, to an average salary of $37,975; those in systems with more than 25,000 students received the smallest percentage increase—3.7 percent, to an average salary of $38,844.

The research group, which is supported by education organizations, found that elementary principals from districts of all sizes received an average salary increase of 5.1 percent.

High-school and junior-high-school principals from districts of all sizes received increases of 4.5 and 4.7 percent, respectively. Their current average salaries range, the survey found, from $44,340 for high-school principals in systems of 25,000 or more students, to $40,082 for junior-high or middle-school principals in systems of between 10,000 and 25,000 students.

Paul W. Hersey, director of professional assistance for the National Association of Secondary School Principals, said the record-low increase comes at a time when salaries in business are increasing rapidly, a situation that poses problems for retention of principals. "The [salary] differential is definitely getting bigger," he said.

Scott D. Thomson, executive director of the association, said 10 percent of all principals leave the profession annually—about three-quarters of them for private business.

STATES

Selective Service Plans School Visits To Boost Registration

In states with low draft-registration compliance, Selective Service officials are stepping up their efforts to visit high schools to inform students about the legal aspects of registration and, possibly, to boost compliance.

In California, which ranked 51st among states and territories in compliance, the officials have expanded their program to include a curriculum guide that can be used by teachers in civics or government classes, according to Barbara J. McConaghy, regional registration manager of the Selective Service in San Francisco.

The guide tells students how non-registration can affect them in such areas as college financial aid and job training. "There are more things that registration affects, especially with a high-school student getting ready to graduate," Ms. McConaghy said. "We want to make sure that we do everything to make them aware so they know that there is an obligation there and they might be delayed later on in something they want to do."

In addition, the San Francisco office is preparing pamphlets and posters in Spanish to reach the state's Hispanic population. Information in Asian languages will also be distributed to the area's Asian immigrants. "A lot of them aren't aware that they're required to register if they stay in the country," Ms. McConaghy said.

Speakers who visit the schools will give students the opportunity to register without having to go to a post office.

Similar educational programs are planned in Guam, Hawaii, Chicago, and New York City, which have ranked the lowest in compliance.

Louisiana Board Sets Requirements For Graduation

The Louisiana Board of Elementary and Secondary Education has approved a new set of high-school graduation requirements that includes an exit test and a set of courses that resemble those proposed by the National Commission on Excellence in Education.

The new requirements, approved last week, will go into effect for students who enter the 9th grade in the 1984-85 school year. Those students will be required to pass the exit test in the 11th grade.

The course requirements include four units of English, three units of mathematics (including algebra I and II and geometry), three units of social studies (including civics, American history, and world history), and three units of science (including biology and chemistry.)

The board approved the measure in a 6-to-4 vote, and at the same time rejected a proposal put together by a coalition of business leaders and teachers, together with Gov.-elect Edwin W. Edwards and Thomas Clausen, the state superintendent of education. That proposal would have eliminated some of the specific course requirements and allowed a less stringent English course for the fourth unit, according to Tom Aswell, a public-information officer with the state department of education.

Members of that coalition argued that it was unrealistic to expect all students to pass the required courses. By enacting such high standards, they argued, the board was asking for a dramatic increase in the dropout rate. They also pointed out that the need to accommodate those students would result in a watered-down curriculum that would do a disservice to college-bound pupils.

The board's decision to approve the standards despite the coalition's opposition may provoke the wrath of

Businesses Urged To Focus School Involvement on Special Projects

By Charlie Euchner

WASHINGTON—Private businesses should encourage educators to start "cutting-edge" projects that school districts normally do not attempt because of bureaucratic inertia, but they should never attempt to play a major role in the financing or operation of schools, said speakers at a recent meeting convened here by the Conference Board, an international organization of business leaders.

Taking what she called the "heretical" position that "the recent talk about business-school cooperation is simply another chapter in tinkering with schools," a Pillsbury Company executive said businesses should get involved with schools only when they can derive a direct benefit.

Terry T. Saario, Pillsbury's vice president for community relations, said corporations devote so few resources to school contributions that businesses should target their contributions to two or three projects and "stick with them."

Ronald K. Speed, director of corporate community responsibility at Honeywell Inc., said interest in business involvement in schools and other government services "took a turn" around 1980 because the public agencies "needed a more strategic approach." That suggests, he said, that businesses should work on projects schools have not been successful in addressing, such as student violence, desegregation, and community service.

Mr. Speed noted that corporate gifts to education were shifting from higher education to the precollegiate sector. Others, however, pointed out that the businesses provide, at the most, only about 2 percent of schools' annual budgets.

Ms. Saario cited the education projects of the Standard Oil Company (Ohio), where she held a similar position until three months ago, as a model of the limits that businesses should place on their involvement with schools. All of SOHIO's projects, she said, serve their own interests as well as those of schools. The corporation has concentrated on three areas—urban economic development, energy and resources policy, and mathematics and science education. SOHIO did not divert money to projects that would not ultimately help the company, she said.

Student Awards

Frank Newman, a presidential fellow at the Carnegie Foundation for the Advancement of Teaching, said businesses should promote projects that "jar [students] out of their boredom" rather than those that support the school's existing routine. An example of the latter, he said, is the establishment of awards for students who earn a certain grade-point average.

"What an institution needs is not a blind supporter [of the routines], but someone who will offer intense, constructive [alternatives]," he said.

Mr. Newman also said businesses should develop college-recruitment and hiring practices and internship programs that are consistent with the company's most sophisticated needs. He said schools often offer courses with minimal attention to "critical-thinking skills" because school officials think businesses are interested in only entry-level job preparation. But in fact, he said, businesses need young employees who can reason well enough to advance into more responsible positions.

Ms. Saario and other speakers suggested that businesses would encounter resentment from schools if they attempted to get involved in curriculum development or if they led school officials to expect them to play an increasing role in funding of education, a development she suggested was not likely.

Edward F. Truschke, the vice president and executive director of the BankAmerica Foundation, warned, on the other hand, that businesses could "be co-opted into thinking we have a major role" in financing and running schools. Limiting involvement, he said, will require "a difficult, politically sensitive effort" by business leaders.

The speakers praised the proposals of Theodore Kolderie, a researcher at the Hubert Humphrey Institute at the University of Minnesota, who has criticized businesses that contribute to school programs that "are supportive of the present system." Most business-school initiatives "are coming in ways that are enormously supportive of the current [school] setup, with the 'adopt-a-school' and the partnership vehicles," Mr. Kolderie said in an interview. If businesses want to get involved in education, they should devise programs that break down schools' bureaucratic resistance to change, he said.

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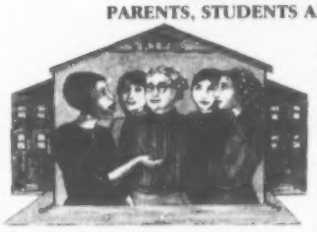

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College Freshmen Call High School 'Too Easy'

Growing Interest in Affluence Also Found

By Susan Walton

Indicating agreement with the national movement to raise educational standards, increasing numbers of college freshmen say that "grading in the high schools has become too easy."

In the 18th annual survey of college-bound students, "The American Freshman," researchers at the University of California at Los Angeles Graduate School of Education found that 58.2 percent of the freshmen entering college in the fall of 1983 agreed with that statement, compared with 54.5 percent in the fall of 1982. *(See Databank on page 22.)*

The survey, conducted jointly by U.C.L.A. and the American Council on Education, is based on a statistically adjusted sample of 254,317 freshmen who entered two- and four-year colleges in the fall of 1983.

This year's freshmen are more liberal than their predecessors in some respects and more conservative in others, the findings suggest.

Underlying a variety of political stances, however, is a marked trend toward materialism, the researchers found. The proportion of students interested in being "very well off financially" rose to 69.3 percent in this year's survey—a new high level in the history of the poll—while the proportion interested in "developing a meaningful philosophy of life" dropped to 44.1 percent. In 1967, those figures stood at 43.5 percent and 82.9 percent, respectively.

The class of 1987 is also the third in a row to register the reversal of the "grade inflation" of the 1970's. The percentage of students who had A averages in high school dropped slightly, while the number reporting C averages increased slightly.

This year's survey also found a continuation in students' steadily increasing support of busing for desegregation—from 46.9 percent last year to 50.7 percent this year. "This steady increase in student support for school busing may mean that the more personal experience students have with busing, the more they support it," the researchers note.

Answers to a new question on the survey suggest that many students' experience of integration is confined to school; 20.4 percent attended racially homogeneous schools, while 51 percent lived in neighborhoods that were completely white or nonwhite.

Less Conservative

Politically, the students appear to be slightly less conservative than their predecessors of the last few years. There was a modest increase in the percentage of students who labeled themselves "liberal" or "far left" in their views and a slight decrease in the number who regarded themselves as "conservative" or "far right."

Fewer students supported increased spending for defense, and more favored a national health-care plan and government protection of the environment.

The proportion of students who said they believed that "the activities of married women are best confined to home and family" reached an all-time low of 24.5 percent.

But there was a decline of four percentage points in the number of students who favored the legalization of marijuana—from 29.5 percent last year to 25.7 percent this year. And fewer students—although still a majority—favored increased government involvement in consumer protection and energy conservation.

The survey's findings also reflected the growing impact of computers. Although there was only a slight increase in the number of students who planned to major in computer science, the number who had written a computer program increased from 27.3 percent in 1982 to 37.5 percent this year.

This year's analysis also revealed an unprecedented pattern of income distribution, with fewer students coming from middle-income families. In previous years, the percentage of students from high-income families showed increases and the percentage from low-income families showed declines. This year, there were more high-income families and more low-income families. Alexander Astin, the director of the study, suggested that "it may be that recent economic events have served to redistribute income from the less to the more wealthy."

The survey, "The American Freshman: National Norms for Fall 1983," is available from the Cooperative Institutional Research Program, Graduate School of Education, University of California, Los Angeles, Calif. 90024. The cost, which must be prepaid, is $8.25.

Mo. Home Schooling Rule Rapped

Advocates of home education in Missouri told legislators last month that new guidelines adopted by the state's Division of Family Services discriminate against them.

The guidelines say that when complaints of "educational neglect" are brought to the attention of social-service workers, the family-services agency must relay the matter to a juvenile court "so that a determination can be made as to whether such education is substantially equivalent to that provided locally."

Parents who educate their children at home said at a hearing that the policy assumes they are "guilty before being proven innocent."

State Representative William P. McKenna has introduced a bill, which the education committee will discuss soon, that would shift responsibility for prosecuting cases of educational neglect from the juvenile courts to the civil courts.

The juvenile courts "put the child in the middle" of the debate on home schooling, Mr. McKenna said, when the intent of enforcement legislation is to make parents assure that their child attends school.

Home educators are angered by the new guidelines' provision that the state will not turn a child over to authorities if there is an established curriculum and if the home school is incorporated, said Mr. McKenna.

"But incorporation requires a boys' and a girls' bathroom a blacktop playground [in their homes]," which they cannot afford, Mr. McKenna said. —S.R.

Law and Policy In the *Lau* Era: The Emerging Politics of Language

Continued from Page 1

Gerry, director of the department's office for civil rights—agreed that in light of the decision, the government must move forcefully on behalf of such language-minority students in other school systems.

The department's office for civil rights had had some previous involvement in the issue. In a memorandum of May 25, 1970, it had told school systems with substantial numbers of non-English-speaking students that they must take "affirmative steps" to rectify their students' language problems or risk violating Title VI of the Civil Rights Act of 1964, which, among other things, prohibits discrimination on the basis of national origin.

Some 18 school systems, mostly in southern Texas, had been sued by the civil-rights unit under the authority of that memo.

During the meeting, at Mr. Gerry's urging and on Mr. Carlucci's authority, the decision was made to have the Nixon Administration, which had argued the winning side in the *Lau* case, launch a nationwide legal offensive against school systems that were mistreating students who didn't speak English, Mr. Morrill and Mr. Gerry recall.

It was going to investigate every school system in the country where non-English-speaking students made up more than 5 percent of enrollments and order those found to have inadequate language programs for those students (some 330) to take corrective action.

The enforcement effort would be focused on Texas, New York, and California—the states with the majority of language-minority students. But its implications, the participants realized, eventually would be felt far beyond those jurisdictions, Mr. Gerry says.

METHODS AND POLICY

Because the Supreme Court was nonprescriptive in *Lau* on the question of what method school systems should use to help students overcome their language problems, the O.C.R. had to provide the answer if it intended to decide whether school systems were, or were not, in compliance with Title VI of the Civil Rights Act.

(The Court had said: "Teaching English to the students of Chinese ancestry who do not speak the language is one choice. Giving instructions to this group in Chinese is another. There may be others.")

The civil-rights officials had three basic options, according to Mr. Gerry. They could make non-compliant school systems teach affected students in their native language, at least until they learned English (broadly defined as the "transitional bilingual" approach); they could require methods that use English as the primary language of instruction ("English-as-a-Second-Language" and "structured immersion" being the chief models); or they could leave school systems to choose their own method.

But, as those familiar with the events in 1974 now say, there was far more at stake than the choice of one pedagogical method over others. The O.C.R. decision would, in effect, constitute a statement of language policy, which had long been a sensitive, emotionally charged issue in the United States, one often intertwined with the broader concepts of personal and cultural identity and allegiance.

To many Hispanic leaders and educators, native-language instruction represented, as one said, a "self-affirmation" of the civil and cultural rights of Hispanics (who make up by far the largest language-minority group) and a "rallying point" for those who had begun to work for the protection of those rights. And it was widely viewed as the soundest pedagogical method to help Hispanic students succeed educationally, a goal highly valued, polls suggest, within the Hispanic community.

It was also, in the view of some proponents, a way of institutionalizing the growing political influence of Hispanics—a constituency that would eventually include some 20,000 teachers, researchers, and advocates, and two million students throughout the nation.

Others, however, characterized the civil-rights agency's involvement in the selection of instructional methods as an inappropriate endorsement of "cultural pluralism" in a nation that they believed had grown strong under the motto *E pluribus unum*—one out of many.

THE RESURRECTION OF BILINGUAL EDUCATION

Bilingual programs existed in scattered areas of the United States long before *Lau* and the developments of the 1970's. In fact, in a recent study of bilingual education, Alex Stein, an education policy consultant, refers to the period since *Lau* as the "resurrection of bilingual education."

"Before the decision, you couldn't really talk about a federal policy [toward minority languages] because one didn't exist," he says. In the absence of national policy, he found intolerance; immigrant students, he writes, were labeled "culturally deprived" or "language handicapped."

The climate toward language minorities began to change with the passage of the Civil Rights Act in 1964 and the growth in the numbers of Americans of Hispanic origin.

After national quotas were eliminated from federal immigration laws in 1965, Latin Americans, especially Mexicans, entered the Southwest in large numbers. Puerto Ricans, already American citizens, were moving in large numbers to Northern cities in the 1960's. And Cuban refugees, beginning in 1959, were transforming the resort city of Miami. The numbers of Hispanics would continue to grow; by 1980, the Census Bureau reported seven times more Spanish-speaking U. S. residents than any of the other language-minority groups.

Their presence created new challenges for schools, Mr. Stein reports: "Given the tradition of segregation and intense pressure to acculturate, there was a very high dropout rate in the Southwest and in New York. Educators began to realize that these students needed special language education, and the first attempt at doing that was English-as-a-second-language. It worked well in some areas, but in many areas people thought that was only a partial solution."

By 1968, under the sponsorship of the Ford Foundation, Miami had successfully experimented with dual-language teaching at the Coral Way School. After the program worked well for the middle-class Cubanos, the National Education Association, the U. S. Commission on Civil Rights, and other groups began promoting bilingual education for poorer Spanish-speaking students in Texas.

A teacher and student in Fairfax County, Va., English-as-a-second-language program, one of the earliest such programs to be approved by federal civil-rights authorities. Virtually all instruction is in English.

CIVIL, EDUCATIONAL GOALS: A CONVERGENCE IN POLICY

Their cause was to be bolstered dramatically by the machinery of the federal government, whose activities on the parallel tracks of civil rights and education-policy-making were beginning to converge.

The Johnson Administration's Elementary and Secondary Education Act of 1965, a package of federal education programs to help disadvantaged students, was amended in 1968 to include provisions for a program of bilingual education aimed at "compensating" for the dual effects of poverty and limited proficiency in English.

The 1968 Act had evolved into Title VII of E.S.E.A. from a bill sponsored by Senator Ralph Yarborough, a Texas Democrat, amid testimony by Hispanic representatives of students being suspended from school for speaking Spanish on the playground, and evidence from researchers of devastating dropout rates and "psychological damage" among non-English-speaking students.

President Lyndon B. Johnson opposed the bill, according to Harold Howe 2nd, who was commissioner of education at the time: "His given reason was that there was already a program in place (Title I) to deal with the problem. In fact, I don't think L.B.J. liked Yarborough very much; he considered him something of a nuisance. Also, he generally took the position that if he didn't think of something, it wasn't a good idea. I felt personally it was a good thing that it passed."

BILINGUAL 'MAGNA CARTA'

Senator Yarborough had limited his bill to Spanish-speaking students, but the legislation signed by the President on Jan. 2, 1968, reflecting compromises with Democratic members of the House of Representatives, authorized aid to all children who were disadvantaged in school because of their inability to speak English.

(The Education Department estimates that school systems are now providing instruction in 112 languages in Title VII programs, but that 80 percent of such classes use Spanish.)

The 1968 law created the first federally funded program of competitive grants to school systems to design and operate "new and imaginative" efforts to help meet the "special educational needs" of students of "limited-English-speaking ability"—those who came from environments where the dominant language was other than English.

Some called it "a Magna Carta" for Hispanic Americans. Others said its passage marked the nation's emergence from a long period—beginning during World War I—of linguistic intolerance.

It provided $7.5 million in grants to 76 school districts in its first year.

The goal of the act, according to 1967 testimony by Senator Yarborough, was "transition to the mainstream of American life." But it did not specify what pedagogical methods should be used to accomplish that end.

In fact, the report that accompanied the Senate bill said: "Such matters are left to the discretion and judgment of the local school districts to encourage both varied approaches to the problem and also special solutions for particular problems of a given school."

1974: BROADER PROVISIONS

But by the time the bill came up for reauthorization in 1974, the interest in local discretion had apparently disappeared. The Bilingual Education Act of 1974—signed that August by Gerald R. Ford, days

after he assumed the Presidency relinquished by Richard M. Nixon—had been shaped largely by the staffs of Senators Edward M. Kennedy and Alan Cranston, liberal Democrats with large non-English-speaking constituencies.

In reauthorizing the Bilingual Education Act, the new measure went much further in its endorsement of native-language instruction.

It required school systems receiving Title VII funds to use a dual-language approach and to supplement language instruction with instruction about the students' cultural background. It also abolished the "poverty provision" of the 1968 law, which had limited bilingual programs to economically disadvantaged students.

The appropriation for programs was nearly doubled, from $35 million in fiscal 1973 to $68 million in fiscal 1974, increasing the number of local Title VII efforts that could be funded. A research component and local advisory panels were added. And, as bilingual advocates had urged, the goal of making progress in school was added to that of learning English.

Such an added goal was essential, the advocates said, if the opportunity provided by schools to non-English-speaking students was to be truly equal. The 1974 law institutionalized their contention that the only effective way to keep such students up in their coursework was to teach them in their native language.

People familiar with the events of 10 years ago attribute the expansion of Title VII in 1974 to growing support for the bilingual method of instruction, the inadequacy of the resources provided in the original legislation, and the increasing political sophistication of bilingual-instruction advocates.

"By 1974, bilingual education had a well-organized, vocal constituency and a set of supporters on both sides of the Congress in powerful positions," recalls Gary L. Aldridge, a legislative aide to Senator Cranston who helped draft the 1974 reauthorization. "Hispanics were very, very active and persuasive in promoting bilingual and bicultural programs."

It was during this period that organizations such as the Mexican American Legal Defense and Educational Fund and the National Council of La Raza, Hispanic civil-rights groups founded in 1968, began to play an increasingly significant role in national life, and particularly in education. And their advocacy of native-language teaching was by and large supported by members of the smaller language-minority groups, say linguists who have followed the bilingual-education movement.

The *Lau* decision in January lent a "locomotive force" to the passage of the expanded bilingual bill, Mr. Aldridge said.

1978: BROADER STILL

In 1978, the act was again reauthorized, and again its scope was expanded. Its "target group" was broadened to include students with "limited English proficiency"—those who had difficulty reading, writing, or understanding English, as well as trouble speaking it.

The new act made it difficult to end a school system's Title VII funding. It retained the requirement that students must be taught in their native languages under the program, but it added the stipulation that Title VII teachers had to know their students' native language, but not necessarily English. Senators Cranston and Kennedy were the major sponsors of the legislation.

THE LAU REMEDIES: GROWING CONTROVERSY

The year after the first reauthorization of the Bilingual Education Act, controversy

Continued on Following Page

Bilingual Education in the 1980's: Basic Questions Remain Unresolved

By Eileen White
Special to Education Week

A decade after the U. S. Supreme Court's decision in *Lau* v. *Nichols*, those who study or make policy for the field of bilingual education concur that many of what they term "the basic issues" remain unresolved. Disagreements persist, they suggest, over what constitutes "bilingual education," whether it works, who needs it and whether those who need it are receiving it, and where the primary responsibility for it should be within the educational system. *(See accompanying story on page 18.)*

THE 'NUMBERS' DEBATE

Among the most divisive issues is that of need: How many children require special services, and on what basis should they be counted?

Nearly three-fourths of the students currently being served in bilingual-education programs were born in the United States, according to federal statistics. Robert Rossier, a retired English-as-a-second-language teacher from Los Angeles who recently expressed his opposition to native-language instruction in a national public-policy journal, maintains that some of those children are moved into bilingual education simply because of their Hispanic surnames.

"Third-generation Mexican-American, English-speaking children do not belong in bilingual programs," he says. Mr. Rossier says he has a 6-year-old niece who fits that description. "She still has some problems with English, but far more with Spanish. They want to put her in bilingual education, and we're fighting it," he says.

On the other hand, Lori S. Orum, an official of the National Council of La Raza, an organization representing community-based Hispanic groups, says, "There are thousands of kids of limited-English proficieny who are not getting any help at all; they're just sitting in classrooms looking at the walls."

Federal education officials say they are uncertain how many such children are included today in bilingual-education programs. "There are kids who aren't served who should be, and there are kids who will be included who should have been excluded," says Keith Baker of the U. S. Education Department's planning office. "Schools have as big a problem [matching] kids with services as we have identifying them."

LONGSTANDING PROBLEM

The problem of identifying, and thus developing coherent statistical measures of children who need bilingual services has confounded those involved in bilingual education since its inception, Mr. Baker and others note. The central problem, according to both federal officials and bilingual-education advocates, is the lack of agreement on what constitutes "limited English proficiency."

The 1982 Education Department report to the Congress on bilingual education says that "only about a third of the 2.4 million children, aged 5 to 14, identified in a 1978 study are receiving" some type of special language education. The study also identified a 3.6-million "potential target group," more than half of whom speak English, but are limited in their English usage.

Those statistics have been cited in speeches, reports, and Congressional testimony. Yet Jesse Soriano, who heads the bilingual-education program in the Reagan Administration, refutes those figures. "The problem is not that widespread. I don't believe that two-thirds [of the needy children] are being overlooked," he says.

He points to a re-analysis of the 1978 data, completed in 1981, that says the 2.4-million figure includes "two categories of children who may not in fact require bilingual services—those who scored [poorly on an] English-proficiency test but may not be dependent on another language, and those not enrolled in school."

The report said the 2.4-million figure represents"children from homes where English is not the only language spoken." If children who not only came from non-English-speaking families but who themselves had a "usual language" other than English and attended school were counted, the figure would be only 1.3 million, the study concluded.

Other federal sources note that the number of children participating in bilingual-education programs cannot be compared with the number of limited-English-proficient children nationally, because federal law permits up to 40 percent of the students in a bilingual-education class to be from English-language backgrounds.

"If you are for bilingual education, the numbers are high; if not, they are lower," says a federal official, who asked not to be identified.

And Mr. Soriano concedes that "the problems are not related to numbers" but to policy.

But because the dimensions of the federal role in bilingual education now depend in part on how many needy children exist, the inability of researchers, policymakers, and advocates to agree on "the numbers" has led to statistics such as these from a federally funded report by R.M.C. Research Corporation, a California research company:

"The need for newly qualified bilingual-education teachers depends heavily on the assumptions one makes and the policy options one selects. . . . The range in need estimates is from 29,400 to 140,200." (Institutions of higher education currently turn out fewer than 4,000 bilingual education teachers per year, according to the report.)

THE HISPANIC FORCE

Bilingual-education programs, although they enroll children who speak many languages, primarily serve Spanish-speaking students. Eighty percent of the students served in federally funded programs, for example, are estimated to be from Spanish-speaking backgrounds.

The number of school-age children from such backgrounds is growing, due both to Hispanics' high birth rate and their relative youth compared to white Americans. (The average age of Hispanic Americans is 22; it is 30 for Anglos.)

Most of the nation's newcomers are also Spanish-speaking. Nearly half of the legal immigrants during the 1970's came from Latin America, and the Immigration and Naturalization Service estimates that half of all the illegal aliens who enter the country are Mexicans. School-age children in this latter group cannot be denied a free public education, the Supreme Court ruled in a 1982 decision, *Plyler* v. *Doe*.

As a consequence of both high birth rates and immigration, the Hispanic population of the nation grew by an average of 3.8 percent each year between 1970 and 1980, from 9.1 million to 14.6 million, according to U. S. Census data, while the annual growth rate of the U. S. population as a whole was 1.1 percent. By some estimates, the number of school-age Spanish-speaking children in the country will increase by 50 percent by the year 2000; the total number of school-age children is projected to increase by 16 percent.

'CONFLUENCE' OF FACTORS

"The Condition of Education for Hispanic Americans," a 1980 government report, gave the schooling for Hispanic children a grade of "unsatisfactory."

"Hispanic children enroll in school at rates lower than those for non-Hispanic students, they fall behind their classmates in progressing through school, and their attrition rates are higher than those of non-Hispanic students," the report said. Gary Orfield, a desegregation expert at the University of Chicago, also reported last year that Hispanic students are increasingly likely to attend racially isolated schools, especially in large cities and in the states of Illinois, New Jersey, New York, and Texas.

The continuing problems of Hispanic students have led to a public perception that bilingual education is not working, according to bilingual-education advocates. But they respond that the program is too new and that too little is known about it.

Says James Lyons, general counsel to the National Association for Bilingual Education, "We don't know who is being taught, who is teaching, what kind of materials they're using, how they are spending classroom time."

Moreover, according to participants in a recent meeting on educating Hispanic children, judging the efficacy of bilingual education is complicated by the possibility that poverty and discrimination may be equally serious barriers to academic achievement as language problems.

Because "bilingual education came out of the civil-rights movement," says Mr. Soriano, "There was an assumption in the early 60's that if a Hispanic youngster was doing poorly in school, it was a language problem. That premise is questionable."

Such variables as the quality of the school, the educational attainment of parents, and the presence of books in the home are believed by some researchers to be factors that—along with language dominance—influence academic achievement.

GOALS AND PURPOSES

A recent opinion survey about bilingual education suggests that the goals and purposes of bilingual education remain little understood by the American public. The telephone survey was conducted by researchers at Columbia University with a scientific sampling of adults. The poll reported that 63 percent said they supported some type of bilingual-education program. But a greater percentage, 69 percent, opposed extending bilingual instruction to children who speak Spanish at home but are familiar with English from other sources. (Estimates vary, but an Education Department study says as many as half of all limited-English-proficient children know some English.)

And although 40 percent of the Hispanics surveyed favored bilingual education as a way to preserve their cultural heritage, most of the non-Hispanics who favored the program did so for "pragmatic educational" reasons.

"In many ways, says Mr. Alvarado of New York City, "bilingual education is no different than education as a whole. It suffers from all the pitfalls that success anywhere else in education depends on—people, leadership, programs, politics, curriculum, funding, guidance.

"To judge the concept as anything but a confluence of all those factors just does not make any sense."

Law and Policy In the *Lau* Era: The Emerging Politics of Language

Continued from Preceding Page

erupted in the education community when H.E.W.'s office for civil rights appeared to throw the government's enforcement powers behind the native-language instructional method, in the document known as the "*Lau* remedies."

The remedies required that when a school district enrolled 20 or more non-English-speaking students with the same native language in grades K-8, it must provide instruction for them in their native language *and* culture. Alternatives to bilingual education were forbidden for that group. The remedies also insisted on such strategies as the use of bilingual employees to find out what language students spoke at home and in different "social settings," such as the lunchroom, the corridors, and the classroom.

Mr. Carlucci of H.E.W. (who, like Mr. Taft, returned to public service in the Reagan Administration as a senior aide to Mr. Weinberger, now the Secretary of Defense) had given Martin Gerry, the O.C.R. director, the job of carrying out the Administration's Title VI enforcement effort. Mr. Gerry was the primary sponsor of the *Lau* remedies.

The outcry over the remedies was immediate. They were too prescriptive, school officials protested; they promoted cultural pluralism as a national policy; because they were never opened to public comment, they were arbitrary, even capricious.

BILINGUAL SUPPORTERS

In fact, the Nixon Administration, under the guidance of Mr. Gerry and J. Stanley Pottinger, Mr. Gerry's predecessor as O.C.R. director and later head of the Justice Department's civil-rights division, had been pushing the use of bilingual instruction as a legal remedy for Title VI violations since the publication of its May 1970 memo, Mr. Gerry and others suggest.

It was the testimony of the Justice Department's key witness in a desegregation suit against the small Texas school system of Del Rio on the Mexican border, according to lawyers familiar with the case, that led to the first federal court-ordered use of instruction in students' native language in 1971, and subsequently to a statewide court-ordered bilingual instruction for non-English-speaking students in Texas.

The Texas plan was implemented under Mr. Gerry's supervision (as a court appointed "master") by a group of educators and lawyers who were experts in and advocates of bilingual education. Mr. Gerry brought many of the same people together in 1974 to draft internal "guidelines" for the O.C.R. staff members who were going to launch the department's post-*Lau* offensive.

TOO PRESCRIPTIVE?

Mr. Gerry, who signed the remedies before passing them on for final approval to then-Commissioner of Education Terrel H. Bell, now agrees that they were too prescriptive. "In retrospect," he says, "it would have been much better to develop an individual plan for each student along the line of the special-education model. Bilingual instruction is not right for every kid. You can't, as O.C.R. tried to do, reduce the process to a set of rules that put kids in categories."

Nonetheless, he defends his decision to make school systems found in violation of Title VI offer students classes in their own language and culture: "If we had given school systems a choice between bilingual instruction and E.S.L., they would have all gone to E.S.L. because it was cheaper and politically popular with a lot of people—reasons that had nothing to do with the educational needs of kids."

"I got sold on the need for bilingual *and* bicultural instruction on the basis of what I saw in Texas," he added. "They were the only programs that were working. First, learning English is easier once concepts are learned in the native language. And second, helping kids to learn about their cultural heritage is absolutely necessary to protect their civil rights. Too many schools send signals to these kids that they are inferior."

Now a civil-rights lawyer in private practice in Washington (he recently argued, with the Reagan Administration, in the widely publicized *Baby Doe* case that civil-rights laws afford protections to infants), Mr. Gerry also said that the goal of the *Lau* remedies was to move students into English-language classes as quickly as possible. Some Hispanic leaders and bilingual advocates, he said, unsuccessfully had urged him to call for full competence in two languages under the remedies.

ERA OF ENFORCEMENT

Armed with the remedies it called "guidelines" for use in negotiations with districts and thus did not publish, the O.C.R. pressed its enforcement campaign. In the years following *Lau*, more than 400 school districts were required to comply with the O.C.R. procedures, most often as part of larger school-desegregation agreements, according to Education Department reports.

Meanwhile, these civil-rights activities, coupled with the growing availability of funds under Title VII, were adding momentum to the bilingual movement in the states. Thirteen more legislatures joined the 14 that between 1968 and 1975 had passed laws mandating some form of assistance to limited-English-speaking students, bringing the total number of states with such programs to 27 by 1982. And litigation in New York City, Denver, and the states of Texas and Idaho, led to mandatory bilingual-education programs.

Appropriations for the federal bilingual program had increased to a high of $191 million in fiscal 1980, with state funding rising to $93 million in the 1981-82 school year. Statistics on local funding for bilingual education have not been collected, federal officials say, but one federal study estimates that the annual additional costs per child of bilingual instruction range from $200 to $700.

INCREASING RESISTANCE AND SHIFTS IN POLICY

As the bilingual movement expanded during the 1970's, however, it also encountered growing resistance. In 1977 and 1978, three events suggested the bases on which opposition to federally supported bilingual education would be constructed.

In 1977, Noel Epstein, then the education editor of *The Washington Post*, published a widely circulated attack on the federal bilingual program under the auspices of the Institute for Educational Leadership, a Washington-based nonprofit group that provides training for journalists and local educators. Supporters of the federal bilingual effort, Mr. Epstein wrote, "are seeking *government-financed and government-promoted* [author's emphasis] ethnic identities through use of language and culture in the public schools."

The following year, a study done for the federal government by the American Institutes for Research, a private company, found that the English-language skills of students in bilingual programs did not improve any faster than those of non-English-speaking students in regular classes.

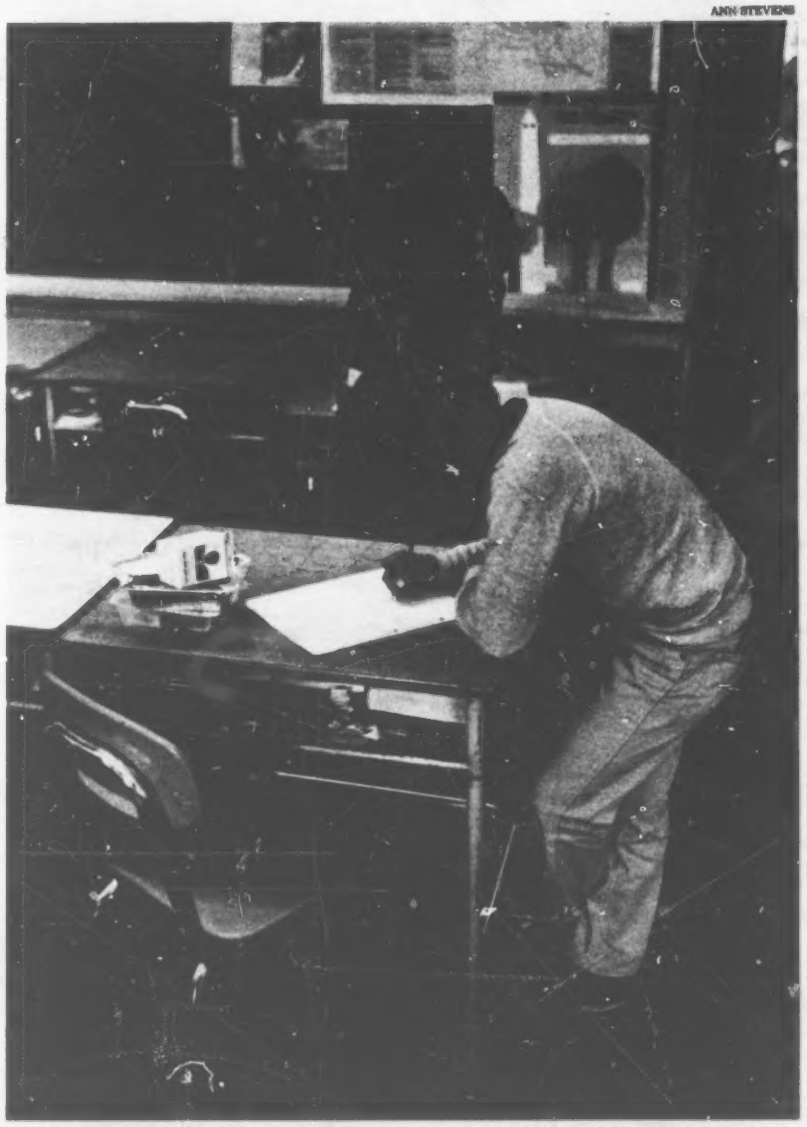
Also in 1978, those who had criticized the O.C.R.'s approach won a victory when tiny, Eskimo-run schools in Alaska sued H.E.W. for using the unpublished remedies as the basis of its Title VI enforcement efforts; the schools won a consent decree requiring the federal government to publish a bilingual regulatory policy. (As unpublished guidelines, the remedies technically did not have the force of law. But they were treated as if they did by some O.C.R. staff, who, according to Mr. Gerry, later inappropriately used them as standards for all school systems with language-minority students.)

CARTER'S NEW DEPARTMENT

By the time the proposed regulations were published in the *Federal Register*, in August of 1980, the Carter Administration had created the Education Department with Shirley M. Hufstedler as its first Secretary. She was familiar with the issues of bilingual education. Several years earlier, as a judge on the U. S. Court of Appeals for the Ninth Circuit, she had sat in judgment

A student at the Oyster School in Washington, D.C., where the bilingual instructional program is designed to make students fluent in Spanish and English. Below, undocumented Mexican aliens wait for a guide to take them across U.S. border.

ANN STEVENS



DARRYL HEIKES/U.S.NEWS AND WORLD REPORT

Representative John N. Erlenborn, Republican of Illinois; Jesse Soriano, director of the Education Department's office of bilingual education and minority languages affairs; José Cárdenas, executive director of the Intercultural Development Research Association in San Antonio, Texas.

ANN STEVENS

The District of Columbia's 11-year-old Oyster School, which is part of the public-school system, is one of the few in the nation to have dual-language instruction for all students. The goal is to make students "linguistically and culturally literate" in both English and Spanish.

on the *Lau* case. In a dissenting opinion, she supported the position that was eventually upheld by the Supreme Court.

In addition, the Carter Administration had placed strong supporters of bilingual-bicultural education in the Education Department. Josué M. Gonzales, for example, was director of the Office of Bilingual Education and Minority Languages Affairs (OBEMLA), which ran the Title VII program. Now with the Chicago public-school system, he had previously been a staff aide to then-Senator Walter F. Mondale and a member of the group that drafted the *Lau* remedies.

The Carter Administration's "Notice of Proposed Rulemaking" brought a hail-storm of criticism when it was published on August 5, 1980.

Like the remedies, it proposed standards for compliance with Title VI of the Civil Rights Act of 1964. It called for school systems with 20 or more language-minority students to identify the primary language of each of their students, then evaluate the educational needs of each student with a primary language other than English.

And it called for instruction in both languages in required subjects while the limited-English-proficient students learned English, "because students without English skills may fall permanently behind in other required subjects while they are learning English."

Hispanic groups embraced the proposed regulations. But the National Education Association was virtually alone among major education groups in supporting them. Protests were lodged by the American Federation of Teachers, the National Association of State Boards of Education, and other organizations.

"It became a symbol of excessive government intervention," Mr. Gonzales says. As a result, it also became a campaign issue. Supporters of Ronald Reagan, campaigning on the "get-government-off-our-backs" theme, attacked the rule in their rhetoric during the months leading up to the November elections.

The negative reaction also hurt the proponents of federally supported bilingual education. "It blew up in our faces, we lost a lot of ground on it," says Lori S. Orum, an official of the National Council of La Raza.

REAGAN'S REVERSAL

In the face of the negative outcry, the Reagan Administration (specifically, Terrel H. Bell, who had been named Secretary of Education) withdrew the proposed rule soon after assuming office in January 1981.

Further, the conservatively oriented Heritage Foundation, in *Mandate for Leadership*, a policy study influential within the Administration, characterized the Title VII program as a "captive vehicle by ideological militants" and called for its abolition. The Administration apparently agreed and sought to include Title VII in its education block grant.

But the Congress turned down the proposal, and Title VII has remained as a separate program. In its fiscal 1983 and 1984 budget requests, the Administration sought to cut the program back by 32 percent, to about $94 million. However, in its fiscal 1985 budget proposal, released last week, the Reagan Administration is seeking $139 million for bilingual activities.

10 YEARS AFTER LAU: *NEW POLICY DIRECTIONS*

The Bilingual Education Act is up for reauthorization in the Congress again this year, and the Administration has proposed legislation that would, according to bilingual proponents, make major changes in the law.

It would allow school districts to receive funding under the act for no more than five years, restrict participation in Title VII programs to students who have no knowledge of English, reduce funding for the program, and give school systems the freedom to use whatever method they want to help non-English-speaking students.

Says Representative John N. Erlenborn, Republican of Illinois and ranking minority member of the House Committee on Education and Labor, a co-sponsor of the bill in the House: "There is a civil-rights-activist approach embodied in the [bilingual-only language of the] current law. The philosophy behind our bill is our common language of English."

SIGNALS ON 'FLEXIBILITY'

Jesse M. Soriano, the Education Department's current director of OBEMLA, said his office is being "very loose, flexible" in adhering to the current law's requirement that school systems use students' native languages in Title VII programs. "Schools have to provide instruction, in part, in the native language. We don't say which part," he said.

He also said, echoing the sentiments of Mr. Gerry, "There are so many unanswered questions about the effectiveness of language-minority instruction that it seems irresponsible for the federal government to promote and fund only the bilingual strategy."

The Education Department, he said, is sponsoring research on the immersion method of instruction in the hopes that the findings can be used to support an endorsement of the method in the 1989 reauthorization of the Bilingual Education Act.

Mr. Soriano was director of Michigan's programs of bilingual, foreign languages, and migrant education before joining the Reagan Administration. His office will support services during the current school year for 194,000 students in 550 school systems, according to figures in the Administration's fiscal 1985 budget.

The Administration's moves to develop alternative policies to deal with such students may also be bolstered by the newly reconstituted U. S. Commission on Civil Rights. Last month, its eight members unanimously endorsed a proposal that it study the phenomenon of Hispanic segregation, with "special emphasis" on the possible role of bilingual-education programs in fostering such segregation.

MOOD OF OPPOSITION

Representative Erlenborn's remarks suggest, and others confirm, that there is also a growing antipathy in the Congress to bilingual instruction. Senator Walter D. Huddleston, Democrat of Kentucky and perhaps the most outspoken Congressional critic of bilingual education, introduced a Constitutional amendment last fall that would make English the official language of the United States.

"For the last 15 years, we have experienced a growing resistance to the acceptance of our historic language, an antagonistic questioning of the melting-pot philosophy that has traditionally helped speed newcomers into the American mainstream," he said in introducing the amendment. Mr. Huddleston's staff is also crafting amendments to the 1978 Bilingual Education Act that would limit to a few years the amount of time students could remain in a Title VII program.

The proposed Constitutional amendment is being supported by U. S. English, a newly created organization claiming 20,000 members. The organization's purpose, according to Gretta V. Bikales, its executive director, is "to protect English."

"There is a widely held perception that the primacy of English is being eroded," she said.

STATE, LEGAL SHIFTS

Bilingual education is also under pressure at the state level. By 1980, 14 states mandated some form of native-language instruction for students with a first language other than English, according to the National Clearinghouse for Bilingual Education, a federally-sponsored organization established under the 1974 amendments to

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Pedagogical and Political Considerations in the Post-*Lau* Era

Students at the Lycée International School in Southfield, Mich. The school, established by the Renault Motor Company, offers all of the students' academic courses in French.

Continued from Preceding Page

the bilingual act. Thirteen other states had provisions permitting native-language instruction in their compensatory-language laws.

But since then, Colorado has removed the mandatory bilingual-instruction provision from its law; a similar move was unsuccessful in Illinois but is under consideration in other states.

Also, state and federal courts in recent years, while requiring school systems to provide evidence that their compensatory-language programs are working, have tended to give them greater flexibility in choosing an instructional method, according to Roger Rice, a staff lawyer for the META Project, a civil-rights organization based in Cambridge, Mass. Mr. Rice adds, "Things have not been going well in the last couple of years."

In reaction, supporters of bilingual education less frequently call for Title VII to fund programs that seek to help students become fully fluent in both their first and second languages. "You won't find many people in this political climate talking about [language or cultural] maintenance programs," says Tracy C. Gray, a researcher with the Center for Applied Linguistics in Washington and a member of the OBEMLA staff during the Carter Administration. "It would be like people in the District of Columbia rooting for the [Los Angeles] Raiders."

LEGISLATIVE PROPOSALS

In addition, a coalition of bilingual-instruction advocates and ethnic-rights groups are circulating in the Congress proposed legislation that, in part, attempts to blunt some of the criticism of the 1978 act. While it would retain as "non-negotiable" the 1978 measure's insistence on native-language instruction, it would require increased use of English in Title VII programs, and it calls for greatly increased monitoring and evaluation of Title VII programs.

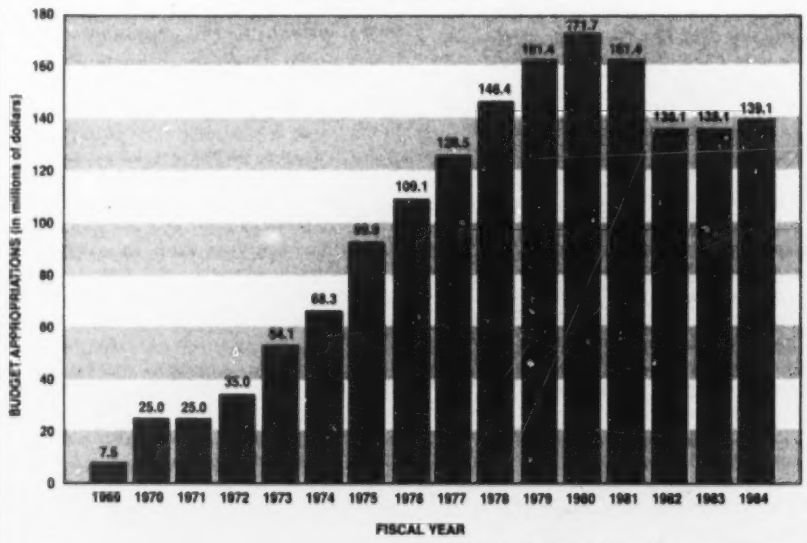
According to Congressional sources, there is little likelihood that changes in the 1978 act will be taken up in the Senate this year. But a staff member of the House Education and Labor Committee said the committee will "try to get a bilingual bill by May 15." He said it is too early to know how the 1978 act might be amended, but noted that "the strongest support" among committee members is for giving school systems greater freedom in deciding what instructional method to use under Title VII. And that is not likely to please bilingual advocates and representatives of the Hispanic community.

The advocates remain sharply critical of the current Administration's handling of the bilingual issue, despite the fact that much of the education community, including the National Education Association, now also supports such increased flexibility.

"The maintenance issue is no more than a straw man," says Ms. Gray. "The truth is that the vast majority of bilingual programs end in the 4th grade and that E.S.L. alone is not effective with most kids."

Adds Mr. Gonzales: "What we've been getting all along is anti-Hispanic statements in the guise of anti-bilingual education."

Appropriations for the Federal Bilingual Education Program



EDUCATION DEPARTMENT, OFFICE OF BILINGUAL EDUCATION

A MEASURE OF SUPPORT

In a March 1981 speech to the National League of Cities, President Reagan said it was "absolutely wrong and against American concepts to have a bilingual-education program that is now openly, admittedly dedicated to preserving [students'] native language and never getting them adequate in English so they can go out into the job market and participate."

In remarks to Hispanic groups last summer and in an interview in the January-February 1984 issue of the magazine *Spanish Today*, President Reagan also expressed support for bilingual education. But he added: "I do not embrace one particular method of instruction. There are a variety of options before us. . . ." He mentioned E.S.L. and immersion as examples of the alternatives to programs that utilize native-language instruction.

"He's changed his rhetoric in an effort to attract Hispanic voters, but the rhetoric is empty," said Representative Robert Garcia, Democrat of New York and chairman of the Hispanic Congressional Caucus. "The Reagan Administration makes an argument against bilingual instruction not on the basis of logic or information, but on the basis of culturalist and political assumptions. It is this kind of charge that creates social animosity and threatens to transform positive cultural diversity into negative social divisions."

Mr. Garcia and Gov. Toney Anaya of New Mexico, two of the nation's highest-ranking elected Hispanic officials, recently endorsed Walter Mondale's Presidential candidacy. In making his endorsement, Mr. Anaya said the President does not have the right to claim support among the Hispanic community just because "he wore a sombrero and served tacos to the Queen of England."

Bilingual advocates also say that in the wake of the Administration's withdrawal of the proposed *Lau* regulations, the Education Department's office for civil rights has failed to enforce the *Lau* decision.

"O.C.R. has done almost nothing under the Reagan Administration," says José A. Cárdenas, who first advocated bilingual instruction as the Justice Department's witness in the 1971 Texas desegregation suit and who continues to be a leading advocate. "There are a lot of school systems receiving federal funds in violation of the law [Title VI of the Civil Rights Act of 1964]."

Said an O.C.R. lawyer who asked not to be identified: "It has been strictly laissez faire under this Administration. There is no one above saying this is a civil-rights issue and there is no incentive for school systems to improve their programs."

Harry M. Singleton, the director of O.C.R. said through a spokesman that, in spite of Secretary Bell's 1981 statements to the contrary, new regulations will not be forthcoming because there is "no clear need for them."

He also said the May 1970 memorandum contains the "legal standard" that the department is applying to school systems found to be out of compliance with the *Lau* decision; "no specific remedy is being urged" on school systems, he said.

Secretary Bell was not available last week to comment on the new enforcement policy.

Bilingual advocates say privately that they have abandoned their effort to obtain new enforcement regulations, for fear that, under the Reagan Administration, they would be too lax.

THE POLITICS OF LANGUAGE MAY ONLY INTENSIFY

As the size of the Hispanic population in the United States continues to grow rapidly, the debate over bilingual education is likely to intensify, observers predict. On one level, they note, it is a purely pedagogical debate. But they added that it is equally a political debate, spurred by the Supreme Court's transformation, in *Lau*, of language into a civil-rights issue.

Says J. David Edwards, executive director of the Joint National Committee for Language, an organization of some 30 national groups involved in language instruction: "We haven't concentrated on finding out what is best for the students, because we want other things from the bilingual issue. But then we pretend to fight it out on educational grounds. It's hypocritical, but I don't know what you do to change the situation."

Eileen White also contributed to this report.

DATABANK

The American College Freshman, Fall 1983

Characteristics

Age by December 31, 1983:	
16 or younger	0.1%
17	2.4%
18	72.7%
19	19.8%
20	2.0%
21-24	1.7%
25-29	0.7%
30-39	0.5%
40-54	0.2%
55 or older	0.0%
Racial/Ethnic background:	
White	86.9%
Black	9.0%
American Indian	1.1%
Oriental	1.6%
Mexican	0.9%
Puerto Rican	0.7%
Other	1.6%
Average grade in high school:	
A or A+	9.4%
A	11.0%
B+	18.6%
B	25.8%
B	14.2%
C+	12.7%
C	7.8%
D	0.5%
Academic rank in high school:	
Top 20%	39.4%
Second 20%	22.8%
Middle 20%	30.6%
Fourth 20%	6.2%
Lowest 20%	1.0%
Year of high-school graduation:	
1983	93.3%
1982	2.6%
1981	0.8%
1980 or earlier	1.9%
H. S. equivalency (G. E. D. test)	1.0%
Never completed high school	0.2%
Type of high-school attended:	
Public	84.5%
Private (denominational)	11.2%
Private (nondenominational)	3.6%
Other	0.7%
Have met or exceeded recommended years of study, as proposed by the National Commission on Excellence in Education, in:	
English (4 years)	89.2%
Mathematics (3 years)	83.3%
Foreign language (2 years)	64.2%
Physical science (2 years)	55.6%
Biological science (2 years)	35.9%
Civics (1 year)	50.5%
Social studies (3 years)	66.1%
Racial composition of high-school:	
Completely white	19.3%
Mostly white	60.0%
Roughly half-white	15.4%
Mostly non-white	4.2%
Completely non-white	1.1%
Racial composition of neighborhood:	
Completely white	47.6%
Mostly white	38.7%
Roughly half-white	5.2%
Mostly non-white	5.1%
Completely non-white	3.4%
Marital status:	
Not presently married	98.6%
Married, living with spouse	1.1%
Married, not living with spouse	0.3%
Disabilities:	
Hearing	0.7%
Speech	0.3%
Visual	2.2%
Orthopedic	0.9%
Learning	0.7%
Health-related	0.9%
Other	1.2%
Current religious preference:	
Jewish	3.1%
Protestant	32.0%
Roman Catholic	39.3%
Other	17.9%
None	7.6%
Residence planned during fall term:	
With parents, relatives	35.9%
Other private home or apartment	6.6%
College dormitory	54.5%
Fraternity/sorority house	0.5%
Other campus housing	1.7%
Other	0.7%
Residence preferred during fall term:	
With parents or relatives	19.6%
Other private home or apartment	27.3%
College dormitory	41.1%
Fraternity/sorority house	5.0%
Other campus housing	4.6%
Other	2.3%
Father's occupation:	
Artist (incl. performer)	0.9%
Businessman	29.2%
Member of clergy or religious worker	0.9%
Engineer	8.6%
Farmer or forester	3.9%
Lawyer	1.4%
Military man	1.8%
Physician or dentist	2.2%
Other health professional	1.3%
Research scientist	0.6%
Teacher or administrator, college	0.9%
Teacher or administrator, elementary	0.6%
Teacher or administrator, secondary	3.4%
Worker, skilled	10.8%
Worker, semiskilled	5.4%
Worker, unskilled	3.3%
Other occupation	21.7%
Unemployed	3.2%
Father's education:	
Grammar school or less	4.9%
Some high school	10.4%
High-school diploma	29.3%
Postsecondary other than college	4.8%
Some college	13.7%
College degree	19.5%
Some graduate school	2.3%
Graduate degree	15.1%
Mother's occupation:	
Artist (incl. performer)	1.4%
Businesswoman	10.8%
Member of clergy or religious worker	0.1%
Clerical worker	11.3%
Engineer	0.1%
Farmer or forester	0.3%
Homemaker (full time)	25.1%
Lawyer	0.1%
Nurse	7.4%
Physician or dentist	0.3%
Other health professional	1.9%
Research scientist	0.2%
Social, welfare, or recreation worker	1.2%
Teacher or administrator, college	0.3%
Teacher or administrator, elementary	5.2%
Teacher or administrator, secondary	3.0%
Worker, skilled	2.0%
Worker, semiskilled	3.4%
Worker, unskilled	2.4%
Other occupation	16.5%
Unemployed	7.1%
Mother's education:	
Grammar school or less	3.3%
Some high school	6.2%
High-school diploma	40.6%
Postsecondary other than college	7.5%
Some college	14.9%
College degree	16.3%
Some graduate school	2.2%
Graduate degree	7.1%
Students estimate chances are very good that they will:	
Change major field	12.0%
Change career choice	11.2%
Fail one or more courses	1.3%
Graduate with honors	12.0%
Be elected to student office	2.0%
Students estimate chances are very good that they will: (Continued)	
Get a job to pay college expenses	36.6%
Work full time while attending college	3.3%
Join a social fraternity or sorority	16.2%
Live in a coeducational dormitory	26.1%
Play varsity athletics	14.6
Be elected to an honor society	6.9%
Make at least a B average	40.7%
Need extra time to complete degree	5.2%
Need tutoring in some courses	9.3%
Work at outside job	20.9%
Seek vocational counseling	5.9%
Seek individual counseling	3.8%
Get a bachelor's degree	64.9%
Participate in student protests	3.5%
Drop out temporarily	1.1%
Drop out permanently	0.9%
Transfer to another college	10.4%
Be satisfied with college	54.7%
Find employment in preferred field	68.8%
Marry while in college	4.5%
Marry within a year after college	15.6%
Number of other colleges applied to for admission this year:	
None	37.8%
One	17.6%
Two	16.9%
Three	13.4%
Four	6.6%
Five	3.8%
Six or more	3.9%
Number of other college acceptances this year:	
None	18.4%
One	30.4%
Two	24.2%
Three	15.4%
Four	6.5%
Five	2.7%
Six or more	2.4%
College attended is student's:	
First choice	73.7%
Second choice	20.2%
Third choice	4.3%
Other	1.8%
Distance from home to college:	
5 miles or less	10.7%
6-10 miles	11.2%
11-50 miles	28.9%
51-100 miles	15.9%
101-500 miles	25.7%
More than 500 miles	8.3%
Reasons noted as very important in deciding to go to college:	
Parents' wishes	32.0%
Could not find job	6.2%
Wanted to get away from home	10.3%
To be able to get a better job	76.2%
To gain general education	63.9%
To improve reading and study skills	41.8%
Nothing better to do	2.4%
To become a more cultured person	31.8%
To be able to make more money	66.7%
To learn more about things	71.7%
To meet new, interesting people	54.6%
To prepare for graduate school	47.0%
Reasons noted as very important in selecting college attended:	
Relatives' wishes	6.3%
Teacher's advice	4.0%
Good academic reputation	52.6%
Good social reputation	20.6%
Offered financial assistance	20.6%
Offers special programs	21.9%
Low tuition	21.3%
Reasons noted as very important in selecting college attended: (Continued)	
Advice of guidance counselor	8.1%
Wanted to live near home	19.7%
Friend's suggestion	6.7%
Recruited by college	3.0%
Recruited by athletic department	4.2%
Graduates go to top graduate schools	25.8%
Graduates get good jobs	46.4%
Highest degree planned at college attended:	
None	3.8%
Vocational certificate	2.2%
Associate (or equiv.)	23.0%
Bachelor's	52.9%
Master's	10.4%
Ph.D. or Ed.D.	1.7%
M.D., D.O., D.D.S., or D.V.M.	1.6%
LL.B. or J.D.	1.1%
B.D. or M.Div.	0.7%
Other	2.5%
Highest degree planned anywhere:	
None	2.1%
Vocational certificate	1.5%
Associate (or equiv.)	7.0%
Bachelor's	36.5%
Master's	30.4%
Ph.D. or Ed.D.	8.5%
M.D., D.O., D.D.S., or D.V.M.	6.3%
LL.B. or J.D.	4.1%
B.D. or M.Div.	0.7%
Other	2.8%
Probable field of study:	
Accounting	6.3%
Aeronautical engineering	1.2%
Agriculture	1.3%
Anthropology	0.1%
Architecture, urban planning	0.7%
Art, fine and applied	2.1%
Arts and humanities (misc.)	0.6%
Astronomy	0.1%
Atmospheric science	0.1%
Biochemistry or biophysics	0.5%
Biological sciences (misc.)	0.6%
Biology (general)	1.7%
Botany	0.1%
Building trades	0.3%
Business (misc.)	1.4%
Business administration (general)	7.0%
Business education	0.2%
Chemical engineering	0.9%
Chemistry	0.8%
Civil engineering	0.8%
Communications	2.1%
Computer science	4.5%
Data processing, computer programming	3.8%
Drafting or design	0.7%
Earth science	0.2%
Economics	0.4%
Education (misc.)	0.2%
Electrical or electronic engineering	4.3%
Electronics	0.7%
Elementary education	2.4%
Engineering (misc.)	1.8%
English	0.9%
Ethnic studies	0.0%
Finance	1.0%
Foreign language	0.4%
Geography	0.0%
Health technology	1.8%
History	0.5%
Home economics	0.5%
Industrial engineering	0.5%
Forestry	0.6%
Journalism	1.4%
Law enforcement	1.6%
Library science	0.0%
Management	4.2%
Marine science	0.1%
Marine-life science	0.3%
Marketing	2.2%
Mathematics	0.8%
Mechanical engineering	2.2%
Mechanics	0.6%
Microbiology or bacteriology	0.3%
Probable field of study: (Continued)	
Military science	0.1%
Music	1.0%
Music or art education	0.3%
Nursing	4.4%
Pharmacy	0.5%
Philosophy	0.1%
Physical education	1.2%
Physical sciences (misc.)	0.1%
Physics	0.4%
Political science	1.9%
Pre-dental, pre-medical, pre-veterinary	3.2%
Professional (misc.)	1.3%
Psychology	2.3%
Secondary education	0.8%
Secretarial studies	2.3%
Social work	0.9%
Social sciences (misc.)	0.2%
Sociology	0.3%
Special education	0.9%
Speech	0.1%
Statistics	0.0%
Theater and drama	0.6%
Theology and religion	0.2%
Therapy	2.0%
Women's studies	0.0%
Zoology	0.3%
Other fields	1.2%
Other technical fields	0.7%
Undecided	4.9%
Probable career occupation:	
Accountant or actuary	5.9%
Actor or entertainer	0.8%
Architect or urban planner	1.2%
Artist	1.7%
Business (clerical)	2.0%
Business executive	10.6%
Business proprietor	2.7%
Business salesperson or buyer	1.2%
Clergy (minister or priest)	0.2%
Clergy (misc.)	0.1%
Clinical psychologist	0.9%
Computer programmer or analyst	8.5%
Conservationist or forester	0.7%
Dentist	0.7%
Dietitian or home economist	0.3%
Educator (college)	0.2%
Educator (elementary)	3.1%
Educator (secondary)	2.0%
Engineer	10.8%
Farmer or rancher	0.8%
Foreign-service worker	0.6%
Homemaker (full time)	0.1%
Interior decorator	0.4%
Interpreter	0.2%
Journalist or writer	2.0%
Lab technician or hygienist	1.3%
Law-enforcement officer	1.2%
Lawyer or judge	3.9%
Military person	1.1%
Musician	1.1%
Nurse	4.4%
Optometrist	0.3%
Pharmacist	0.6%
Physician	3.9%
Research scientist	1.5%
School counselor	0.2%
School principal or superintendent	0.0%
Social, welfare, or recreation worker	1.3%
Statistician	0.1%
Therapist	2.3%
Veterinarian	1.0%
Skilled trades	1.5%
Other occupation	6.4%
Undecided	10.1%
Estimated parental income:	
Less than $4,000	3.2%
$4,000-$5,999	2.4%
$6,000-$7,999	2.4%
$8,000-$9,999	2.9%
$10,000-$12,499	5.6%
$12,500-$14,999	5.0%
$15,000-$19,999	9.7%
$20,000-$24,999	12.6%
$25,000-$29,999	10.5%
$30,000-$34,999	11.3%
$35,000-$39,999	8.6%
$40,000-$49,999	11.2%
$50,000-$99,999	12.3%
$100,000 or more	3.4%

Source: "The American Freshman: National Norms for Fall 1983," by Alexander W. Astin, Published by American Council on Education and University of California at Los Angeles.

Continued on Following Page

DATABANK

Continued from Preceding Page

Number of parents' dependents:	
One	6.3%
Two	12.1%
Three	23.6%
Four	28.9%
Five	18.5%
Six or more	10.6%
Number of other dependents currently attending college:	
None	66.5%
One	24.5%
Two	6.4%
Three or more	2.6%
Concern about financing college:	
None	33.5%
Some	51.7%
Much	14.9%
Support from parental aid:	
None	29.2%
$1-$499	16.1%
$500-$999	10.0%
$1,000-$1,499	7.8%
$1,500-$2,000	7.2%
Over $2,000	29.8%
Support from Pell Grant:	
None	73.5%
$1-$499	6.8%
$500-$999	7.5%
$1,000-$1,499	5.7%
$1,500-$2,000	3.8%
Over $2,000	2.6%
Support from Supplemental Educational Opportunity Grant:	
None	93.2%
$1-$499	2.7%
$500-$999	2.2%
$1,000-$1,499	1.2%
$1,500-$2,000	0.5%
Over $2,000	0.3%
Support from state scholarship or grant:	
None	84.3%
$1-$499	6.6%
$500-$999	4.6%
$1,000-$1,499	2.4%
$1,500-$2,000	1.1%
Over $2,000	1.0%
Support from college grant:	
None	86.7%
$1-$499	3.8%
$500-$999	3.0%
$1,000-$1,499	2.2%
$1,500-$2,000	1.4%
Over $2,000	2.9%
Support from College Work-Study grant:	
None	86.6%
$1-$499	4.6%
$500-$999	5.0%
$1,000-$1,499	2.8%
$1,500-$2,000	0.8%
Over $2,000	0.2%
Support from part-time employment:	
None	76.3%
$1-$499	15.3%
$500-$999	5.4%
$1,000-$1,499	1.8%
$1,500-$2,000	0.6%
Over $2,000	0.5%
Support from summer employment:	
None	59.5%
$1-$499	19.8%
$500-$999	11.2%
$1,000-$1,499	5.5%
$1,500-$2,000	2.2%
Over $2,000	1.8%
Support from federal Guaranteed Student Loan:	
None	78.2%
$1-$499	1.7%
$500-$999	2.5%
$1,000-$1,499	3.5%
$1,500-$2,000	4.1%
Over $2,000	10.1%
Support from college loan:	
None	96.3%
$1-$499	0.7%
$500-$999	0.8%
$1,000-$1,499	0.7%
$1,500 and over	1.4%
Support from National Direct Student Loan:	
None	93.2%
$1-$499	1.4%
$500-$999	1.9%
$1,000-$1,499	1.7%
$1,500 and over	1.9%

Attitudes and Activities

	All institutions			2-year colleges		4-year colleges				Universities		Predominantly black colleges	
	Men	Women	Total	Public	Private	Public	Pvt., non-sectarian	Protestant	Catholic	Public	Private	Public	Private
	(all numbers are percentages)												
Activities in the past year:													
Wrote computer programs	43.6%	31.6%	37.5%	33.7%	24.4%	37.7%	38.7%	36.7%	40.7%	44.2%	49.4%	20.7%	33.0%
Played musical instrument	38.6	47.5	43.1	38.1	39.6	42.8	47.2	51.5	43.8	48.1	50.2	37.1	44.4
Attended a religious service	82.4	88.0	85.3	81.6	86.1	87.6	85.1	91.3	93.4	86.2	85.4	89.2	94.6
Smoked cigarettes frequently	8.0	13.6	10.9	14.5	17.8	9.1	9.8	6.3	8.8	7.5	6.4	7.7	4.5
Took vitamins	61.3	70.0	65.7	63.4	66.4	64.4	68.9	71.6	68.5	67.2	68.9	53.1	62.6
Participated in demonstration	18.7	22.3	20.5	18.7	25.0	23.0	23.5	20.6	22.0	19.1	17.5	30.8	36.5
Took tranquilizing pill	4.3	4.4	4.4	4.1	6.3	4.1	5.0	5.4	4.0	4.2	4.0	2.3	2.9
Wore glasses or contact lenses	37.3	49.6	43.6	44.0	40.3	41.6	40.9	48.2	45.6	44.8	46.6	36.4	36.1
Took televised course	3.3	2.6	2.9	3.3	3.1	2.7	3.0	2.5	3.4	2.6	2.5	3.7	5.0
Took computer-assisted course	27.7	23.6	25.6	23.7	18.6	26.7	25.6	25.1	28.5	28.8	28.5	19.3	28.9
Attended recital or concert	71.3	78.3	74.9	68.6	71.4	76.5	80.7	78.9	77.1	79.3	84.1	68.5	78.1
Took sleeping pills	2.6	2.8	2.7	2.5	4.1	2.5	3.2	3.8	2.7	2.6	2.6	2.1	2.8
Jogged frequently	29.2	19.2	24.1	19.7	23.6	27.5	27.2	28.7	25.7	24.6	27.7	28.1	27.3
Did other vigorous exercise frequently	56.7	40.7	48.5	42.9	44.7	50.3	52.5	52.2	51.0	52.9	56.7	41.0	43.7
Stayed up all night	71.1	71.8	71.4	69.9	72.8	72.1	72.4	70.1	71.0	73.3	71.6	71.6	73.7
Drank beer	77.2	67.5	72.3	73.4	70.3	72.3	68.2	59.8	77.1	75.0	73.1	56.2	46.7
Worked in political campaign	7.4	7.7	7.5	4.7	6.8	7.9	10.9	10.1	9.9	9.0	11.6	9.7	16.2
Overslept and missed class or appointment	24.1	24.7	24.4	21.7	28.1	24.7	28.7	25.3	23.5	26.0	25.8	26.2	25.8
Didn't complete homework on time	63.9	57.7	60.7	56.4	64.1	62.9	65.8	64.2	60.7	62.9	58.8	57.8	61.4
Political views:													
Far left	2.2	1.5	1.9	2.0	2.9	1.9	2.3	1.5	1.4	1.5	1.4	4.7	3.7
Liberal	18.7	19.6	19.2	16.0	18.9	19.1	24.8	19.2	17.9	21.2	25.3	25.5	30.6
Middle of the road	56.8	63.7	60.3	65.6	60.7	60.7	51.9	55.6	61.4	57.6	49.0	47.9	46.9
Conservative	20.7	14.4	17.5	15.0	16.4	17.2	13.8	22.7	18.2	18.8	23.3	19.6	17.0
Far right	1.6	0.7	1.2	1.4	1.2	1.1	1.3	1.0	1.0	0.9	1.1	2.4	1.8
Agree strongly or somewhat that:													
Government isn't protecting consumer	61.9	69.8	65.9	68.1	69.8	66.5	65.3	63.9	65.4	62.8	59.2	73.0	74.6
Government isn't protecting environment	77.6	82.3	80.0	79.1	79.5	79.9	81.9	80.3	81.1	80.2	81.9	75.0	78.9
Government should discourage the use of energy	71.6	78.4	75.0	73.4	75.5	75.5	77.1	75.2	75.9	75.7	76.8	73.9	73.3
Military spending should be increased	45.8	28.3	36.9	38.3	43.2	40.0	34.2	37.2	28.5	33.0	30.8	44.1	31.6
Criminals have too many rights	72.5	65.2	68.8	70.1	67.4	69.4	65.4	69.6	66.6	68.3	66.0	55.8	55.8
Inflation is the country's biggest domestic problem	63.8	73.2	68.6	73.1	74.6	70.5	64.3	64.5	66.8	63.5	53.1	78.8	77.4
The death penalty should be abolished	23.9	33.7	28.9	27.4	28.5	29.2	32.2	27.3	34.4	28.4	31.8	45.9	46.3
Government should provide a national health-care plan	56.4	62.3	59.4	62.1	63.9	60.4	60.4	53.8	61.1	54.5	52.2	73.8	74.2
Abortion should be legalized	54.7	54.8	54.8	53.0	51.9	55.1	60.0	47.5	35.8	59.8	60.8	58.1	57.7
Grading in high school is too easy	58.2	58.2	58.2	56.0	50.3	57.4	58.0	63.1	58.1	62.3	65.6	38.0	44.5
Women's activities should be confined to the home	32.0	17.2	24.5	27.6	30.3	24.6	22.9	24.2	20.6	20.1	17.7	35.7	29.5
Couples should live together before marriage	50.1	39.7	44.8	48.8	44.7	42.6	46.5	31.9	33.6	44.3	45.9	50.0	42.1
Large families should be discouraged	40.9	31.3	36.0	37.2	33.6	35.3	36.3	35.0	24.5	36.9	36.5	31.1	27.2
Divorce laws should be liberalized	46.6	42.7	44.7	47.4	49.0	45.1	45.4	34.5	33.8	43.6	39.2	55.6	54.4
It is all right for people who like each other to have sex	64.5	33.6	48.8	51.9	47.5	48.6	49.6	35.5	33.8	49.3	48.9	54.9	47.1
Women should have job equality	88.3	96.6	92.5	91.1	89.8	93.0	92.8	92.5	93.8	94.4	95.2	90.3	91.9
The rich should pay a larger share of taxes	70.8	70.6	70.7	74.6	66.5	72.5	65.8	68.3	68.4	68.6	58.6	76.5	77.4
Marijuana should be legalized	28.4	23.1	25.7	27.4	28.4	24.6	26.7	18.6	19.4	25.9	24.7	32.4	27.5
Busing to achieve racial balance is all right	47.8	53.5	50.7	54.5	57.8	52.2	52.7	46.8	49.0	41.9	44.3	72.1	72.0
Homosexual relations should be prohibited	58.3	39.9	49.0	53.8	58.6	50.9	43.5	52.8	43.7	41.2	33.7	56.1	53.5
College has the right to regulate off-campus behavior	16.9	13.7	15.3	17.1	19.0	15.5	16.4	16.3	12.8	11.0	11.8	30.0	27.9
Students should help evaluate faculty members	69.6	69.6	69.6	67.6	64.9	69.6	70.2	69.0	70.1	73.2	74.6	63.5	63.3
College grades should be abolished	17.3	12.1	14.7	16.1	18.9	14.1	15.3	13.4	13.0	12.5	12.6	24.0	18.3
Student publications should be regulated	39.6	42.4	41.0	44.9	48.8	42.2	38.8	44.3	41.0	33.7	28.4	59.6	53.5
Colleges have a right to ban a speaker	27.5	23.5	25.5	28.4	30.4	25.3	23.3	26.0	24.3	21.3	19.2	29.8	27.1
The disadvantaged should get preferential treatment	37.6	35.7	36.6	39.5	43.2	37.4	37.8	36.0	33.3	31.0	27.6	60.4	55.7
Objectives considered essential or very important:													
Achieving in a performing art	10.5	13.1	11.8	9.2	13.5	12.7	16.5	13.6	10.6	12.1	14.5	18.1	15.1
Becoming an authority in his or her field	73.2	71.8	72.5	68.7	71.3	74.0	75.3	71.8	73.1	76.1	76.6	76.6	82.5
Obtaining recognition from colleagues	56.2	54.3	55.2	51.0	54.0	56.6	59.3	52.0	55.1	59.5	60.7	62.9	66.4
Influencing the political structure	16.8	11.1	13.9	10.8	14.0	14.1	18.8	14.7	15.4	15.2	20.3	23.4	29.1
Influencing social values	28.1	33.3	30.7	27.3	35.7	31.1	36.0	34.9	35.6	30.5	33.5	42.1	44.1
Raising a family	64.6	67.6	66.1	63.7	66.3	66.7	66.4	70.5	72.1	66.9	69.9	56.5	62.5
Having administrative responsibility	41.5	39.8	40.6	39.7	42.3	41.9	40.1	35.3	41.9	42.0	41.0	48.3	49.2
Being very well-off financially	73.4	65.5	69.3	70.1	71.4	70.0	68.2	59.6	64.5	71.1	67.6	83.3	81.5
Helping others who are in difficulty	53.2	69.8	61.7	56.7	63.4	63.2	66.9	67.0	69.2	62.8	66.2	69.9	76.3
Making a contribution to scientific theory	18.0	11.1	14.5	13.0	11.3	13.7	15.9	11.7	12.5	17.9	21.6	17.8	24.5
Writing original works	10.7	11.8	11.2	8.9	9.9	11.5	15.8	12.4	11.1	12.5	14.9	13.7	16.6
Creating artistic works	11.0	13.0	12.0	11.0	15.7	12.0	16.4	10.1	10.4	11.9	11.4	18.6	13.2
Being successful in his or her own business	54.1	45.4	49.6	49.0	58.3	49.1	53.9	46.6	48.1	48.4	49.5	66.4	66.3
Helping clean up environment	23.7	18.8	21.2	20.7	23.6	21.2	25.0	19.4	19.6	20.6	21.4	33.1	31.5
Developing a philosophy of life	42.5	45.6	44.1	37.7	43.7	44.0	53.4	48.5	49.2	47.2	56.0	55.1	63.6
Participating in community action	20.3	23.8	22.1	17.7	24.4	23.8	27.9	24.1	26.3	22.9	26.0	37.5	43.4
Promoting racial understanding	28.4	32.0	30.3	24.6	31.1	32.4	41.0	32.6	33.7	29.9	38.2	64.6	72.6
Keeping up with political affairs	39.9	30.4	35.1	26.4	29.7	35.1	46.0	38.6	40.5	41.2	53.8	42.1	54.8

Source: "The American Freshman: National Norms for Fall 1983," by Alexander W. Astin. Published by American Council on Education and University of California at Los Angeles.

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IDEAS
To change the schools, says a maverick educator who has suggested ways of going about it, policymakers must expand the "options" of all involved—teachers, students, parents, and officials.

See Page 10.

GIFTS
More aid for public education is coming from the private sector: A Boston bank has set up an endowment for the city's schools, four firms are sponsoring a grant program in California, and I.B.M. is giving 2,000 computers to 26 urban school systems.

See Pages 6 and 7.

TESTS
A new national survey has found that at least 30 states—taking their lead from the South—have now approved measures stipulating that prospective teachers pass competency tests before they are certified to enter the classroom.

See Page 12.

EDUCATION WEEK

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Teacher Educators Discuss Shift To Graduate-Level Preparation

By Charlie Euchner

SAN ANTONIO—In what appeared to be a major development in the debate over the quality of the teaching force, officials of the largest association of teacher educators expressed support this month for the idea of shifting teacher training from the undergraduate to the graduate level.

Leaders of the American Association of Colleges for Teacher Education said here they would support efforts to shift professional training to the graduate level to allow prospective teachers more time to learn core subjects and to ensure that their professional training is more coherent and has more relevance.

Speakers at the organization's week-long annual meeting, the first gathering of the full membership since the release last year of several reports critical of teacher training, presented proposals for such a shift but said that making such a fundamental change would take several years to achieve. They said the shift might require the elimination of some teacher-education programs—a change that would be resisted by some of the vulnerable institutions.

The way education schools have operated over the last several years was sharply criticized by Theodore R. Sizer, the chairman of "A Study of High Schools" and the former dean of the Harvard Graduate School of Education. Mr. Sizer's book, *Horace's Compromise: The Dilemma of the*

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Anne Flowers

Chapter 2 Directors Question Plans For Block Grant

States Said Uncertain About Funding Hike

By Tom Mirga

WASHINGTON—State officials who oversee programs funded by Chapter 2 education block grants appear to disagree over whether master-teacher plans and other pay-incentive schemes are allowable expenses under that statute.

An informal survey of several state Chapter 2 coordinators last week also revealed that while many officials approve of the Reagan Administration's proposal to increase funding for the program by approximately 50 percent, they do not think it will translate into many significant education-improvement efforts at the local level.

"We have about 200 small districts in my state and one of our smallest ones received a grant of $65 last year," said a coordinator from a Northwestern state. "What do you think they'll do with a 50-percent increase?"

In the budget request that it sent to the Congress earlier this month, the Administration asked that the appropriation for the block-grants program be increased from its current level of $479 million to $729 million. Education Department officials said they would encourage state and local education agencies to use their block grants to implement the recommendations of the National Commission on Excellence in Education. *(See Education Week, Feb. 8, 1984.)*

Among other recommendations, the commission called for master-teacher plans, salary increases for all teachers, upgraded high-school curricula, and a longer school day or school year.

During budget briefings for the media, department officials said school districts were free to use their block grants to finance "experimental" reforms of this sort and any others that could be justified as educational improvements, as long as the funds were not used for construction or to supplant state and local financing.

Many of the state Chapter 2 officials interviewed agreed with this interpretation. In general, they said that Title IV-C of the Elementary and Secondary Education Act of 1965, one of more than 40 programs folded into the block-grants program in 1981, could be interpreted as allowing such expenditures.

Title IV-C, which was funded at approxi-

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Court Rules State Must Finance St. Louis Desegregation Plan

By Tom Mirga

A federal appeals court ruled last week that most parts of a landmark voluntary desegregation plan for St. Louis and 23 suburban school districts should be financed by the state of Missouri.

In an opinion handed down on Feb. 8, the U. S. Court of Appeals for the Eighth Circuit held that because the state has been found liable for student segregation in St. Louis, it should be required to pay for the voluntary transfer of students between the city and its suburbs.

The court rejected the arguments advanced by the state and by the Reagan Administration, which contended that Missouri should not have to cover the cost of interdistrict transfers because it has never been found guilty of contributing to student segregation in the suburban school districts.

A spokesman for the 60,500-student St. Louis district said that the system's leaders are generally pleased with the court's decision. But Missouri Attorney General John D. Ashcroft, saying he believes the decision "is just plain wrong," announced that the state will file an appeal with the U. S. Supreme Court.

A spokesman for the U. S. Justice Department said the agency had no comment on the decision.

The court's opinion requires the state to bear the entire cost of student transportation between the city and suburban districts and the cost of the establishment and maintenance of magnet schools in the city.

It also upheld U. S. District Judge William L. Hungate's July 5 order that the state and the city split the cost of educational improvements in city schools that will remain predominantly black. About 30,000 students will continue to attend such schools.

But in its 8-to-1 opinion, the appeals panel held that the state does not have to finance the creation and maintenance of magnet schools in the suburban districts in St. Louis County. The court also said the state does not have to cover the cost of student transfers between suburban districts or the cost of educational improvements in city schools maintaining an acceptable racial balance.

The court said it rejected these aspects of the voluntary desegregation plan approved by Judge Hungate because they will not help to remedy the vestiges of state-sanctioned student segregation in the city.

City school officials said these aspects of the opinion would substantially ease the financial burden on the state for financing the plan.

State officials previously estimated that the plan as approved by Judge Hungate

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Districts' Drug-Test Policies Are Questioned

By Cindy Currence

In an effort to "get drugs out of the schools," school administrators in Hope, Ark., last month began enforcing a school-board policy that can require students suspected of using drugs and alcohol to submit to urine and breath tests.

Officials at the Arkansas chapter of the American Civil Liberties Union say that the new policy violates students' constitutional rights, but Gerald Jones, principal of Hope High School, said school officials in the rural community had studied the policy carefully before implementing it and do not believe it is illegal.

"We have a lawyer on our school board and he looked at it very closely," Mr. Jones said. "I don't think the school board would implement anything illegal or infringe on anyone's rights."

Officials of several national education groups in Washington said last week they had heard of other schools using such tests, but were unable to recall specific instances. One official commented that although statistical information is not available, "we know they're out there."

Under the Hope school district's new policy, teachers of the district's 17,000 students in grades 6-12 must report students whose behavior is unusual or who smell of alcohol or marijuana. Depending on the suspected

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